August 1965

EMO

NATIONAL DIGEST

Federal-Provincial Conference Issue

Federal Policy and Programmes
Civil Emergency Planning Order
Role of National Defence
Communique
List of Representatives

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Municipal Survival Planning
Madawaska Area Headquarters

EMERGENCY MEASURES ORGANIZATION

EMO NATIONAL DIGEST

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The EMO NATIONAL DIGEST publishes six editions annually to provide current information on a broad range of subjects dealing with civil emergency planning. The magazine is published in English and French and may be obtained by writing to the Emergency Measures Organization, Daly Bldg., Ottawa.

In addition to publishing articles which reflect Canadian Government policy the Digest may also publish articles by private individuals on subjects of current interest to the emergency measures programme. The views of these contributors are not necessarily subscribed to by the Federal Government.

Director General: P. A. FAGUY *Editor:* A. M. STIRTON

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1965

Foreword

CANADIAN civil emergency planning policy and programmes were carefully studied in Ottawa on Thursday, June 17, 1965, when cabinet ministers and senior representatives from every province and the northern territories met for a one day Federal-Provincial Conference on Civil Emergency Planning.

At the conference in the West Block of the Parliament buildings the provincial delegates took part in an exchange of information on emergency planning with federal cabinet ministers. The discussions were held in order to further develop the common goals and standards necessary for continuity of governments and survival of the Canadian people.

Hon. C. M. Drury, Minister of Industry in the Canadian Government, and Chairman of the Cabinet Committee on Emergency Plans, chaired the conference. In addition to a statement on federal policy and reports from each of the provinces and the Northwest and Yukon Territories, the conference dealt with ten major topics. Hon. Paul T. Hellyer, Minister of National Defence, and Hon. Judy V. LaMarsh, Minister of National Health and Welfare, members of the Cabinet Committee on Emergency Plans, attended and presented statements on their respective departments.

After the opening statement by the Chairman and reports by provincial ministers and representatives, the conference discussed the results of target and fallout risk studies designation of Regional Commissioners in the provinces, the Civil Emergency Planning Order—1965, Planning Arrangements at Various Levels of Governments, Government in an Emergency, the National Fallout Shelter Survey, Regional Emergency Government Headquarters in the provinces, the Role of the Department of National Defence in Survival Operations, Peacetime Disaster Planning, and the Financial Assistance Programme.

This edition of the E.M.O. National Digest presents four main articles which may be of value to its readers. It is felt that these statements will be a valuable supplement to the edition for August, 1964, which presented "The Special Committee of Defence Reviews Civil Emergency Planning"; and the October, 1964, edition which published: "Special Committee on Defence Report", "Statement on Emergency Measures Organization Estimates, 1964-65", and "Defence Report by the Associate Minister of National Defence".

FEDERAL POLICY AND PROGRAMMES

Opening Statement by the Honourable C. M. Drury, Minister of Industry, at the Federal-Provincial Conference on Emergency Planning.

I WANT TO WELCOME all of you, my ministerial colleagues, provincial ministers and federal representatives and tell you how much I appreciate your presence here today. We all recognize that civil emergency planning may be a difficult field of work on occasions, because of the lack of comprehension and appreciation of the programme. We have to contend with widespread public apathy or ignorance of the aim of emergency planning which, in the final analysis, is to help save lives in times of disaster. Perhaps we should not be too concerned with public apathy as long as the public attitude does not become one of opposition to our programme and those responsible for planning, at all levels of government, carry out their responsibilities in planning.

The government considers civil emergency planning as an integral part of the total defence of the country and consequently recognizes that civil defence will be required and necessary as long as military defence is required. We in Canada are not alone in the acceptance of this concept: it is generally recognized by NATO countries and by neutral countries such as Sweden and Switzerland, who have very good civil defence organizations. So today we are not questioning why civil emergency planning. We are here to decide how we can reap the most benefits from the resources available to us. On the financial side, I believe that a great deal can be done under the present authorized total expenditures, including all levels of government, of approximately $1 per capita.

Although no federal/provincial conference on civil emergency planning has been held since December 1962, consultation has continued quite satisfactorily between our respective officials through personal visits, courses at Arnprior, study groups and conferences. However, I think this conference is timely in that this ministerial conference can confirm the acceptance of some of the proposals submitted and give general guidance to our respective emergency planners.

A great deal has happened in the past year in the civil emergency planning field. A year ago tomorrow I and the Director of the Emergency Measures Organization were happy to appear in front of the Special Parliamentary Committee on Defence, because it indicated that the members considered this matter one of defence, and especially because it gave me an excellent opportunity to outline the policies, the high priority programmes and also to submit a list of achievements to date. The discussions on this subject were interesting and I believe that, consequently, the Committee had a much better appreciation of civil emergency planning. The Committee devoted a complete chapter to Civil Emergency Planning in its report to the House of Commons. We found ourselves in general agreement with the report and I so stated when I presented the Emergency Measures Organization estimates for 1964-65 last October. I reviewed every recommendation and stated our position clearly. Therefore, our policies have been clearly outlined in these two statements to the Committee and to the House of Commons. Copies were made available to you at the time.

Many decisions have been taken in the past year to indicate clearly our desire to see progress made in this field:

(1) The Emergency Measures Organization is now an independent agency, with the Director directly responsible to a Minister.

(2) The consultation of a dual-purpose Civil Defence College has been approved to give better and yet more economical training facilities and also to provide for relocation of elements of the federal government in wartime.

(3) A revised civil emergency measures planning Order in Council has just been approved, outlining in more detail the responsibilities of federal Departments in emergency planning as part of their normal responsibilities.

(4) A national shelter survey has been approved.

(5) Planning assumptions have been brought up to date and maps indicating fallout probabilities on Canada have been prepared.

(6) The federal government intends to proceed with the programme to provide for the four remaining Regional Emergency Government Headquarters programme and for the provision of departmental relocation units where required.

(7) Arrangements are being made with the provinces on decentralization of responsibilities for Road Transport Planning.

(8) A joint Department of National Defence/Emergency Measures Organization working group has

reviewed the role of the Department of National Defence in survival operations and a statement will be made to the conference.

(9) Greater emphasis has been placed on the need for Emergency Measures Organizations to be ready to cope with peacetime disasters. I think this is an important indication of the practical usefulness of our organizations. Our involvement in providing assistance in peacetime should go a long way to counteract public indifference.

(10) Agreements have been reached on the delegation of responsibilities to the provinces in matters concerning Agriculture and Fisheries.

(11) Proposals have been made to the provinces on the allocation of emergency responsibilities concerning wartime accommodation control, provision of emergency housing and associated utility services, maintenance and construction of roads and bridges, control of engineering and construction resources.

(12) A document has been prepared for your approval outlining the planning arrangements and allocation of tasks at all levels of government.

(13) We will discuss the designation of Regional Commissioners.

(14) A study has been made of arrangements under the Financial Assistance Programme and proposals will be made to allow for programming on the basis of priorities and for payment of grants generally, on the basis of results obtained. Only in this way can we derive maximum benefits from the funds available.

(15) The federal Emergency Measures Organization has been surveyed by the Civil Service Commission and a reorganization will be made to allow, within the already approved establishment, for even better co-ordination and advice to all concerned.

(16) Many other aspects of planning have steadily progressed:

(a) the provision of an emergency broadcasting system;

(b) the building up of a stockpile of essential medical supplies;

(c) the provision of emergency welfare services by arrangements with the provinces;

(d) the arrangements for rail, air and water transportation;

(e) the development of a system for the rapid analysis of resources remaining after an attack;

(f) the distribution of radiation detection equipment to the provinces and municipalities;

(g) the training of emergency officials and planners at the Civil Defence College on all aspects of civil defence. A revised and more complete course on National Survival Organization Plans and Operations has been very successful. Mayors and Reeves from all across Canada have been given general orientation courses.

(h) research is continuing on blast protection so that advice can be provided on request. Practical results have been obtained with the successful testing of blast shelters, doors and valves. A blast shelter, made of fiberglass, has been designed and should prove to be very economical. We believe it is the first of its kind ever built.

We are moving forward in all essential areas and I could not hope to cover them all. I should mention, however, that a new agreement has been signed with the United States recognizing that "as far as possible, civil emergency planning activities in the United States and Canada should be co-ordinated for the protection of persons and property from the results of enemy attack as if there were no border". Active personal liaison has been established between planners at all levels. This is important when one realizes that the majority of the population lives close to the border. Already agreements have been reached in priority areas such as communications, instructions to the public, radiological defence and risk of attack studies. Reviews are being made on common problems regarding supplies, health, welfare, manpower and transportation.

We have continued to participate in NATO discussions on civil emergency planning. I believe this exchange of information, co-operation and co-ordination between member countries is useful.

It is evident that progress is being made and that action is being taken in all essential areas. Definite steps continue to be taken to obtain maximum results.

I am confident that the coming year will prove to be very fruitful, with the continued co-operation of all provinces, municipalities and also of federal departments and agencies. The necessary decisions to move forward have been made, we need now to give effect to these decisions by the refinement of our plans and the efficient implementation of our programmes.

Ladies and gentlemen, thank you for your attention today and the support you have given in the past, and I am confident you will continue to give, to EMO and to civil emergency planning in general. ▲

CIVIL EMERGENCY MEASURES PLANNING ORDER–1965

In presenting the new Civil Emergency Measures Planning Order which revokes Civil Defence Order-1959 made by Order in Council PC 1959-656 and the amendment by Order in Council PC 1963-993, Hon. C. M. Drury stated, "It has been felt for some time that the 1959 Civil Defence Order was inadequate and that there should be a more definite allocation of emergency powers, duties and functions to all essential federal departments. Whereas only four federal Ministers were mentioned in 1959, twelve have now been assigned emergency responsibilities. The new Order, which was approved by the federal cabinet on June 8th, will be known as the "Civil Emergency Measures Planning Order, 1965". The need to provide assistance and advice to provinces as necessary is recognized. The co-ordinating role of federal EMO is clearly defined. We anticipate that this new Order will help in reviewing the progress made in departments and in planning future programmes on the basis of governmental authority."

P.C. 1965-1041

AT THE GOVERNMENT HOUSE AT OTTAWA

TUESDAY, the 8th day of JUNE, 1965.

PRESENT:

HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL.

His Excellency the Governor General in Council, on the recommendation of the Minister of Defence Production, pursuant to paragraphs (g) and (h) of subsection (1) of section 2 of the Civil Service Act, to paragraphs (a) and (f) of section 2 of the Financial Administration Act, to the Public Service Rearrangement and Transfer of Duties Act and to any enactment of the Parliament of Canada for defraying the several charges and expenses of the public service from and after 1st April, 1965, that provides for payments in respect of the planning of civil emergency measures and the continuity of government in a national emergency, is pleased hereby to revoke Civil Defence Order, 1959 made by Order in Council P.C. 1959-656 of 28th May 1959, as amended, by Order in Council P.C. 1963-993 of 27th June 1963, and to make the annexed Civil Emergency Measures Planning Order in substitution therefor.

Certified to be a true copy

Clerk of the Privy Council.

CIVIL EMERGENCY MEASURES PLANNING ORDER

1. This Order may be cited as the *Civil Emergency Measures Planning Order*.

2. In this Order, the expression "civil emergency powers, duties and functions" includes powers, duties and functions relating to "preparation for civil defence against enemy action" mentioned in section 4 of the *National Defence Act*.

3. Each Minister of a department, agency or Crown corporation of the Government of Canada which is listed in the Schedule shall henceforth exercise and perform and, while Sections 3 to 5 of the *War Measures Act* are not in force, shall continue to exercise and perform, in conjunction with the powers, duties and functions that such Minister is ordinarily expected or required to exercise and perform, the following powers, duties and functions, namely:

(a) make such preparations as are required to enable him to exercise and perform the civil emergency powers, duties and functions set out opposite his name in the Schedule; and

(b) provide necessary assistance and advice to provinces and through the provinces, as requested, to municipalities either to enable those governments to plan emergency measures which lie within their constitutional responsibilities or to supplement the measures being planned by the Minister.

4. Each Minister referred to in Section 3 shall ensure that, where preparations for the exercise and performance of civil emergency powers, duties and functions are to be made in conjunction with agencies or departments of foreign governments, the plans therefor are co-ordinated by the Minister of Industry through the Emergency Measures Organization, with the concurrence of the Secretary of State for External Affairs.

5. The Minister of each department, agency or Crown corporation of the Government of Canada shall

(a) at all times, provide the minister of any department, agency or Crown corporation who is assigned emergency planning responsibilities under section 3 with such assistance as may be required, having regard to existing commitments, to enable him to plan for and to exercise and perform those powers, duties and functions, including the provision of services and the loan of personnel who have been assigned emergency duties;

(b) be responsible for the preparation and implementation of plans that will provide for the resumption of the normal functions of that department, agency or Crown corporation in the event that such functions are suspended as a result of acts of war;

(c) prepare and implement plans for the warning and dispersal of employees at the time of a National Alert or when so ordered by the Governor in Council; and

(d) inform all employees of departmental plans for both peace and war emergencies, including information on personal survival measures.

6. Notwithstanding section 3, the Minister of Transport shall not be responsible for making preparations for the control of road transport.

7. The Minister of National Defence shall, in addition to making preparations and providing assistance and advice as prescribed by section 3, perform the duties and functions set out in subitems (1) to (3) of section 8 of the Schedule.

8. The Minister of Industry shall, through the Emergency Measures Organization,

(a) develop policies and a programme to ensure the continuity of government in an emergency;

(b) co-ordinate civil emergency planning and training by departments, agencies and Crown corporations of the Government of Canada;

(c) in conjunction with provincial authorities, develop policies and a programme for the control of civil road transport resources in an emergency;

(d) plan civil emergency measures in respect of matters that are not the responsibility of any department, agency or Crown corporation of the Government of Canada or recommend to the Governor in Council the assignment of such responsibility to a Minister;

(e) provide assistance and guidance to provincial governments and municipalities in respect of the preparation of civil emergency measures in matters that are not the responsibility of any department, agency or Crown corporation of the Government of Canada;

(f) with the concurrence of the Secretary of State for External Affairs, provide general liaison with other countries and with the North Atlantic Treaty Organization on matters relating to civil emergency measures including the co-ordination of planning of those matters by other departments, agencies and Crown corporations; and

(g) be responsible for the direction and administration of the Canadian Civil Defence College.

9. The Emergency Measures Organization is designated a "Department" for the purposes of the *Civil Service Act* and the *Financial Administration Act*.

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10. The Director of the Emergency Measures Organization is designated the Deputy Head of the department for the purposes of the *Civil Service Act* and the *Financial Administration Act* and shall act as deputy for the appropriate Minister.

11. The Minister of Industry is the appropriate Minister with respect to the Emergency Measures Organization for the purposes of the *Financial Administration Act*.

12. Where, in the *Public Service Superannuation Regulations*, a responsibility is placed on a deputy head, that responsibility shall, in respect of the Emergency Measures Organization, be exercised by the Director.

13. Where any matter set out in the Schedule would, but for this Order, be a power, duty or function of a Minister other than the Minister to whom it is assigned in the Schedule, that power, duty or function is hereby transferred to the Minister to whom it is assigned in the Schedule.

SCHEDULE

ITEM	MINISTER	CIVIL EMERGENCY POWERS, DUTIES AND FUNCTIONS
1.	Agriculture	(1) Be responsible for farm production including the provision of advice and guidance to farmers on the protection of farms, crops and livestock against wartime hazards such as radiation. (2) Be responsible for inspection and regulatory functions relating to (a) the quality and wholesomeness of food, except fishery products; (b) the freedom of such food from an unacceptable degree of radioactive contamination; and (c) plant, animal, insect and disease control. (3) Make post-attack assessments of the availability of farms, crops and livestock. (4) Provide assistance and advice to provincial governments respecting the establishment of a combined federal-provincial organization to carry out the civil emergency powers, duties and functions set out in subitems (1) to (3).
2.	Defence Production	(1) Establish a War Supplies Agency to (a) make post-attack assessments and determine the availability of surviving resources of food, energy, ready-to-use survival materials, production facilities and raw and semi-processed materials; (b) assess supply requirements based on claims submitted by other departments and agencies at all levels of government, compare requirements with availabilities, and make reconciliation of competing claims and establish priorities as required; (c) make arrangements for control and bulk redistribution of food, energy, survival materials and other essential commodities including those in government-owned stockpiles, except articles and equipment under the control of the Canadian Forces or in medical stockpiles; (d) regulate internal and external trade, particularly with respect to rationing, price control and foreign trade; (e) procure by purchase, requisition, or other means, all goods and supply services required by government for civil and military purposes; (f) control international supply transactions and maintain effective liaison for this purpose with supply agencies established by NATO or its members, especially the United States of America; and (g) control industrial production, including the allocation of raw and semi-processed materials. (2) Manage any government-sponsored stockpile of supplies, except military and medical supplies.
3.	External Affairs	(1) Assess the international situation and report to Cabinet on international developments. (2) Conduct relations with foreign governments and international organizations. (3) Protect Canadian interests in other countries (4) Participate in information activities abroad in consultation with other interested government departments and agencies, including the provision of general policy guidance to the International Service of the Canadian Broadcasting Corporation. (5) Maintain and operate communications facilities for purposes described in subitems (1) to (4). (6) Assist and advise other departments on matters having international implications. (7) Interpret, in consultation with other departments as appropriate, treaties and other international agreements to which Canada is a party.
4.	Finance	(1) Through the Department of Finance, (a) provide and control the use of funds to cover normal and emergency federal expenditures, including emergency financial assistance to provinces and emergency financial assistance to essential business operations; (b) advise Cabinet respecting the imposition of emergency taxes and other fiscal measures;

ITEM	MINISTER	CIVIL EMERGENCY POWERS, DUTIES AND FUNCTIONS
		(c) advise Cabinet of the priorities to be given to competing demands on the financial and economic resources of the country, in collaboration with other departments; (d) advise Cabinet on and take measures to implement financial moratoria if required; and (e) assess the financial situation generally in the country and propose such further emergency controls and operations as appear to be required. (2) Through the Bank of Canada, (a) assess the availability of and restore and direct the operation of banking and related facilities and services; (b) advise Cabinet on the need for and, if directed so to do, establish and operate a foreign exchange control system; and (c) perform those normal functions of the Bank of Canada that are required in the circumstances, including serving as the fiscal agent of the Government.
5.	Fisheries	(1) Assume control over all fish catching, landing and processing operations up to the point where consumable fishery products enter into storage or directly into distribution channels. (2) Make post-attack assessments to determine the extent of survival of fishermen, fishing vessels and gear, fish processing plants and fishery products in storage. (3) Requisition or appropriate, or procure by contract or agreement as required the services of fish producers, fishery products, fishing vessels and gear used in catching fishery products, fish plants, fish processing equipment and dockside facilities, other than government wharves and piers, required for landing such products. (4) Carry out inspection procedures to determine (a) whether a fishery product is suitable for consumption; and (b) the extent, if any, of radioactive contamination of fishing vessels, plant and equipment and fishery products. (5) In collaboration with other agencies of government, control the movements of and protect Canadian fishing vessels in the territorial sea of Canada, the fishing zones of Canada and on the high seas.
6.	Justice	(1) Through the Department of Justice, (a) formulate and implement emergency measures and advise Cabinet in connection therewith; (b) advise other departments and agencies on legal problems that may arise in connection with the re-establishment and maintenance of the normal functions of government; and (c) perform in relation to the emergency, the normal duties and functions of the Department of Justice. (2) Through the Royal Canadian Mounted Police, (a) exercise responsibility for (i) the internal security of Canada in all matters of subversion and espionage, (ii) the protection of specified Vital Points, (iii) Port and Travel Security Control, (iv) the administration and operation of civilian internment camps, and (v) the providing of assistance to other services and departments in the identification of persons unable to identify themselves; (b) exercise responsibility, in accordance with the police jurisdiction of the R.C.M. Police and in cooperation with other police forces, for the internal security of Canada in all matters of sabotage and police assistance in the enforcement of federal statutes and emergency legislation; and (c) assist provincial and municipal governments and their police forces, as requested, in all matters pertaining to the co-ordination of emergency police planning and operations.
7.	Labour	(1) Establish a National Emergency Manpower Authority to (a) formulate emergency manpower policies and recommend any necessary legislation relating thereto; (b) control and allocate all civilian manpower, except those persons exempted from the authority of the Minister of Labour; (c) establish and maintain schedules of manpower priorities and of critical occupations, in co-ordination with related priority policies of other departments and agencies; (d) control rates of remuneration of employees; (e) regulate and control labour-management relations and conditions of employment; and (f) provide estimates of the surviving population, as well as collect and make available data on manpower supply and demand, wage rates and other matters relating to manpower.
8.	National Defence	(1) Provide technical facilities and operate a system to give warning to the public of the likelihood and imminence of an attack.

ITEM	MINISTER	CIVIL EMERGENCY POWERS, DUTIES AND FUNCTIONS
		(2) Provide technical facilities and operate a system to determine the location and yield of nuclear explosions together with the predicted and actual patterns of fallout and, in conjunction therewith, (a) give the necessary warnings of fallout to the public; (b) prepare preliminary estimates of casualties and weapons effect data from which physical damage or other hazards may be estimated; and (c) co-ordinate and collate nuclear activity data from other available sources. (3) Provide, maintain and operate a communications system for the national emergency government. (4) At the request of the Regional Commissioner or, if communications are not available, as may be necessary, control, direct and co-ordinate all survival operations in areas damaged by nuclear explosions or seriously contaminated by radioactive fallout, including (a) the conduct of necessary operations, including rescue, first aid to the injured and decontamination; (b) the maintenance of law and order, the control of traffic, and the movement of people; (c) the allotment of firefighting and police tasks; (d) the allotment of tasks for the restoration and maintenance of essential public utilities and services; (e) in conjunction with provincial emergency health services, (i) casualty sorting and initial emergency medical care, and (ii) casualty evacuation; and (f) during operations, the co-ordination of such support as may be required by civil agencies working under the direction or control of the Canadian Forces. (5) Provide, as requested, and having regard to other commitments at the time, emergency support to provincial and municipal authorities in the conduct of any survival operations that may be undertaken by these authorities during an emergency.
9.	National Health and Welfare	(1) Be responsible, through an Emergency Health Services organization, for (a) assistance and advice to provincial and municipal governments and other agencies in the operation of emergency medical, nursing, hospital and public health services, and in the health aspects of the provision of potable waters; (b) assistance to provincial and municipal governments in the provision of medical and health supplies from the national medical stockpile; (c) the inspection and regulation of health standards for drug and pharmaceutical manufacture; (d) advice to the War Supplies Agency in the manufacture, procurement and distribution of medical and health supplies; (e) the establishment of regulations covering the health standards for food and food products, including the permissible levels of radioactive contamination; (f) the control and allocation of medical professional manpower, other than members of the Canadian Forces, including physicians, dentists and nurses, and the direction or supervision of allied health manpower allocated to Emergency Health Services; (g) medical advice to departments and agencies on the health hazards of radiological, biological and chemical warfare and on general health problems; (h) detailed medical estimates of traumatic and radiation injuries; (i) an estimate of damage to medical installations and an assessment of surviving medical manpower; and (j) the co-ordination of medical mutual support action between the provinces and between Canada and the United States of America. (2) Be responsible, through an Emergency Welfare Services organization, for (a) assistance to provincial and municipal governments in the operation of emergency welfare services consisting of emergency feeding, clothing, lodging, registration and inquiry and personal services, including (i) the control and allocation of federal welfare material and assigned personnel resources, and (ii) in consultation with other departments, advice, on priority use of essential survival resources, both material and personnel, available throughout the country; (b) operating emergency welfare services within a province or provinces where adequate services are not being provided, including the priority requisitioning of accommodation for emergency lodging purposes during the immediate survival phase following a nuclear attack; and (c) co-ordinating welfare mutual support action between the provinces and between Canada and the United States of America.
10	Postmaster General	(1) Operate postal services under emergency conditions. (2) Distribute and handle emergency change of address and safety notification cards.
11.	Public Works	(1) Establish, in conjunction with the provincial authorities, a wartime organization responsible through central, regional, zonal and local authorities for the control of all accommodation, except accommodation under the control of the Canadian Forces, including

ITEM	MINISTER	CIVIL EMERGENCY POWERS, DUTIES AND FUNCTIONS

(a) the use of all existing and useable accommodation, including the requisitioning, appropriation and procurement of property, dwellings, commercial and industrial accommodation, except that during the shock phase these controls may be exercised also by Emergency Welfare Services and other emergency government services delegated such authority;

(b) rent and sale controls; and

(c) the allocation of rehabilitated or newly constructed accommodation.

(2) Through *Central Mortgage and Housing Corporation* assist the provincial authorities in the general co-ordination and implementation of emergency housing construction programmes, including the provision of the associated water, sewage and other utility services.

(3) Assist the provincial authorities with wartime maintenance and construction programmes for roads and road bridges, and co-ordinate the inter-regional and international aspects of such programmes.

(4) Establish in conjunction with the provincial authorities a wartime organization responsible through central, regional, zonal and local authorities for the control of all engineering and construction resources, except those under the control of the Canadian Forces, or other exempted emergency government services including

(a) the direction, control and regulation of the engineering resources represented by the equipment, material and assigned manpower of engineering and construction contractors, including the various sub-trades and consultant and other engineering services, and of government at all levels, except that during the shock phase, these controls may be exercised also by the Canadian Forces and other emergency government services delegated such authority;

(b) the co-ordination of demands for engineering and construction resources and the allocation of those resources to meet priorities that are approved by the executive authority at the appropriate level of government; and

(c) the co-ordination of demands on the War Supplies Agency and the National Emergency Manpower Authority for engineering and construction equipment and manpower.

(5) Arrange, in conjunction with other departments and agencies concerned, for the provision of technical support and assistance to the General Transport Controller in the maintenance, repair, reconstruction and construction of ports, harbours and inland waterway facilities.

12. Transport

(1) Place under federal government control all transportation, meteorological and telecommunications resources, facilities and services in Canada, except those operated by the Canadian Forces, those vessels, facilities and service under the control of the Minister of Fisheries, and the telecommunications facilities operated by the Department of External Affairs.

(2) Establish and operate an emergency transportation control organization capable of functioning under national, regional, zonal and municipal authorities, as appropriate, to

(a) control all types of transportation facilities and services in Canada, including ports, harbours and inland waterways and including the direction of fishing vessels in Canadian waters under the control of the Minister of Fisheries if required for survival operations, but, excluding transportation facilities operated by the Canadian Forces; and

(b) direct the employment of all types of transportation to essential tasks for the survival of Canada as a nation.

(3) Establish, in collaboration with the Department of National Defence, an organization capable of functioning on the basis of decentralized authority during the period of an emergency,

(a) until the N.A.T.O. Defence Shipping Authority is activated, to provide civilian direction and naval control to national and N.A.T.O. shipping in Canadian waters and national shipping on the high seas; and

(b) after the Defence Shipping Authority has been activated, to control Canadian shipping and form an element of the Defence Shipping Authority in support of national requirements and N.A.T.O.

(4) Establish and operate an Emergency National Telecommunications organization capable of functioning on the basis of decentralized authority to control all forms of telecommunications, including broadcasting.

(5) Assess available transportation, meteorological and telecommunications resources, except those operated by the Canadian Forces.

(6) Provide maximum support to tasks accepted by Canada as a member of the North Atlantic Treaty Organization and co-ordinate mutual transport, telecommunications and meteorological action between Canada and the United States of America.

(7) Through the *Canadian Broadcasting Corporation* provide an emergency broadcasting service on an international, national and provincial basis over the facilities of the Canadian Broadcasting Corporation and privately-owned stations, including the operation of such facilities as required, such broadcasting to be co-ordinated to meet the general requirements of Canadian and N.A.T.O. civil emergency plans.

ROLE OF DEPARTMENT OF NATIONAL DEFENCE

Prior to the presentation of this item, Hon. Paul T. Hellyer, Minister of National Defence, stated, "I should like to make it quite clear that we in our Department consider that one of the vital tasks of the Armed Forces is to assist in the survival of the Canadian people in the event of a nuclear attack on this country. The new Civil Emergency Planning Order recently approved by Cabinet spells out the specific responsibilities assigned to my Department. Basically these responsibilities have changed very little from the last order, and we shall continue to carry them out to the best of our capabilities and resources".

The statement on the Role of the Department of National Defence in Survival Operations was presented to the Conference by Brigadier Norman Ross, DSO, ED, CD, Director General of Land Forces.

AT THE last conference, Lt.-Gen. Walsh, then Chief of the General Staff of the Canadian Army, reviewed the status of those emergency measures for which the Department of National Defence is responsible.

Since then a good deal of progress has been made. The joint study carried out by EMO and DND indicated areas in which we could improve our capabilities by some capital expenditures and other areas where a new approach was necessary because of changed conditions.

I shall now deal with DND responsibilities under five headings:

a. *Regional Emergency Headquarters*
At the time of the last meeting six Regional Emergency Headquarters were under construction in Nanaimo, B.C., Penhold, Alberta, Camp Shilo, Manitoba, Camp Borden, Ontario, Camp Valcartier, P.Q., and Camp Debert, N.S. Since then these headquarters have been completed. The communications have been installed and manned on a 24-hour basis. A decision has been made to proceed with the construction of the remaining four Regional Emergency Headquarters and as soon as the facilities are ready the communications equipment will be installed and manned in the same manner as the other six. In the meantime, the communications are still available in the interim emergency headquarters which, as you know, have been operating on a 24-hour basis.

b. *National Survival Attack Warning System*
The original programme to install 1600 sirens referred to at the last meeting has been completed. Approval has now been given to extend this coverage each year by a sufficient number of sirens to cater for the expansion of urban areas. Approval has also been given to install a system known as Telegraph Alarm Control Selectors which will enable all the sirens in the country to be sounded simultaneously or by any desired grouping. This, as you will realize, will be a tremendous improvement over our present system which must rely upon a method of telephone fan-out calls to small individual groupings of sirens with all inherent delays that this brings out. Approval has been given to provide safe routing of the National Survival Attack Warning System communication circuits to provide a higher degree of reliability.

c. *Nuclear Detonating and Fall-out Reporting System*
You will recall that we were establishing three Nuclear Detonating Reporting Posts around each of the sixteen probable target cities and planning the construction of some 2,000 Fall-Out Reporting Posts. The Posts around the sixteen target cities are in being and approximately 1700 Fall-Out Reporting Posts have been established and have a limited operational capability using interim equipment. This particular aspect of National Survival was given very close attention in the EMO/DND study and it was concluded that a more effective means of reporting nuclear explosions must be found, and it is thought that the use of radar may be a possible answer. We have also concluded that the Fall-Out Reporting System should be maintained in its present state until the Municipal Radiological Defence can assume the responsibility for radiation monitoring. We think that this could happen within two years time and that the Fall-Out Reporting Posts together with the existing Filter Centres would then be phased out.

d. *Casualty and Damage Estimation*

In the past the Army has been responsible for casualty and damage estimation. This has now been changed so that the Army will provide only preliminary estimates of casualties and weapons effect data from which physical damage and other hazards may be estimated. All Government departments will now produce their own damage assessment and analysis of the resources in which they have primary interest.

e. *Re-Entry Operations*

We established, as you know, a Target Area Headquarters for each of the sixteen target areas. These headquarters undertook a comprehensive urban analysis and prepared plans for re-entry operations to be conducted in their particular target area. Based on the current risk studies which you heard about earlier we have come to the conclusion that we must develop an area concept for rescue and re-entry operations, and it therefore follows that there must be a capability in each region to react to a nuclear strike anywhere in the region. As a result, approval has been given to establish small emergency staffs in peacetime in the Regional Emergency Government Headquarters to carry out the work formerly done by the staff at Target Area Headquarters and to be responsible for any target in their region. These staffs will be augmented in an emergency.

Training of the Regular Army and the Militia so that they can carry out their assigned role in re-entry operations will continue to be carried out. By concentrated effort we were able to reach a very high state of readiness in a short period of time. It is now only necessary to carry out such training that will enable us to maintain this level of efficiency. It is perhaps because of this need for less training effort now in Survival Operations that has led some of the public to believe that the Army has become less interested in Survival Operations, and I would like to assure you at this meeting that such is not the case. We are maintaining, and in fact are increasing, our capability as time goes by. ▲

Senior federal and provincial representatives at the Federal-Provincial Conference on Civil Emergency Planning. Seated, left to right: Hon. L. C. Halmrast, Minister of Public Welfare, Alberta; Hon. Dr. L. G. Dewar, Provincial Secretary, Prince Edward Island; Hon. G. J. Doucet, Provincial Secretary, Nova Scotia; Hon. A. A. Wishart, Attorney General, Ontario; Hon. C. M. Drury, Minister of Industry, Ottawa; Hon. Judy LaMarsh, Minister of National Health and Welfare, Ottawa; Hon. Paul T. Hellyer, Minister of National Defence, Ottawa; Hon. Claire Kirkland-Casgrain, Minister of Transport and Communications, representing Hon. Pierre Laporte, Minister of Municipal Affairs; standing left to right: Hon. M. B. Steinkopf, Provincial Secretary, Manitoba; Brig. W. E. H. Talbot, Civil Defence Co-ordinator, New Brunswick; Mr. F. L. Wilson, Assistant Deputy Attorney General, Ontario; Mr. J. F. Delaute, Yukon Territories; Mr. P. Templeton, North West Territories; Mr. A. Auser, Acting Director, Emergency Measures Organization, Saskatchewan; Hon. Dr. G. A. Frecker, Minister of Provincial Affairs, Newfoundland; Mr. J. G. Channing, Deputy Minister of Provincial Affairs, Newfoundland.

CONFERENCE COMMUNIQUE

OTTAWA, 17 June, 1965.

THE FEDERAL-PROVINCIAL CONFERENCE on Civil Emergency Planning under the chairmanship of the Honourable C. M. Drury, Minister of Industry, took place today in Ottawa. All provinces and the Yukon and Northwest Territories were represented in the meeting with federal government officials.

Mr. Drury opened the meeting with a brief statement on federal policy and programmes. He was followed by reports from each of the provinces. Provincial ministers and senior provincial representatives drew attention to improvements which had taken place in the field of emergency planning, operations in the field of peacetime disasters and the future course of provincial activities. The meeting then turned to subjects on the agenda of common interest to all provinces.

As an overall guide to civil emergency planning, periodic reviews of planning assumptions and identification of priority areas are required. The conference was told of studies recently completed which have indicated likely targets in Canada and fallout probabilities as a result of possible attacks on both Canada and the United States.

Although any community in Canada may be subject to the direct or indirect effects of a nuclear explosion, the studies would indicate that under certain conditions, major Canadian population centres could be likely targets. Also a number of other likely targets, such as power sites and defence installations could be included. The details will be discussed with each province concerned.

Copies of maps showing probable fallout areas are now available to each province for use in planning purposes.

The meeting agreed that during the initial stages of a nuclear war each provincial government should be capable of individual operations and should be given necessary authority to ensure the proper control of policies and resources. Therefore, at the Regional (Provincial) Emergency Government Headquarters there must be a person in authority to give direction to combined elements of federal and provincial governments. The meeting reviewed the proposed terms of reference. There seemed to be a concensus that the Prime Ministers and Premiers would be a logical choice to become Regional Commissioners.

The conference was then informed that amendments to the 1959 Civil Defence Order had been approved. The new Civil Emergency Measures Planning Order-in-Council gives a more definite allocation of duties and powers to all essential federal government departments. Whereas only four federal ministers were given responsibilities in 1959, twelve ministers have now been assigned emergency responsibilities. In addition, the co-ordinating role of federal EMO is clearly defined.

With developments of the past six years, the greater emphasis placed on the continuity of government and the clear identification of emergency requirements for all agencies, the conference agreed there is a need for a new outline of emergency planning arrangements at federal, provincial and municipal levels of government. This commonly agreed allocation of tasks generally recognizes that each level of government should continue to be responsible for the statutory functions normally performed in peacetime. The conference approved the suggested arrangements for planning purposes.

Members of the conference were presented with a document on "Government in an Emergency", which would be used as a guide for emergency planning at all levels of government but particularly emphasizing planning at the municipal level.

In recommending acceptance of this paper as a planning document, it was recognized that for lifesaving and survival operations, the principle of decentralization must apply. Municipal governments would have to deal with situations with the resources available. Emphasis must be placed on long-range planning aimed especially at co-ordination of operations and transmission of instructions to the public to help ensure survival of the Canadian population.

Provincial members were given a report on the National Fallout Shelter Survey, which was authorized earlier this year and which will begin within the next few weeks. The report emphasized that the survey is only the first phase in public shelter planning. Further steps will include evaluation of potential with respect to population requirement, identification of shelters to be used, estimation of necessary improvements to bring some selected shelters up to habitable standards, marking of shelters with recognizable signs and the carrying out of improvements where required.

Members of the conference were advised that Regional Emergency Government Headquarters in six provinces: British Columbia, Alberta, Manitoba, Ontario, Quebec and Nova Scotia are now complete, with emergency government communications in operation. They were also informed of the intention to complete the programme in the remaining four provinces by providing appropriate emergency government headquarters.

The conference was told how reorganization of Canada's armed forces suggested the need for a study on the way in which the role of the Department of National Defence in survival operations should be implemented. The conference was informed of the results of a joint Department of National Defence/Emergency Measures Organization study recently completed. The provincial representatives were assured that National Defence responsibilities to assist survival of the Canadian people following attack is still a vital task of the armed forces. The current study includes re-entry and rescue tasks in stricken areas, the warning system, nuclear detonation and fallout reporting, and the maintenance of emergency government communications.

Both provincial and federal authorities paid particular attention to the role of civil emergency planning and emergency organizations in dealing with peacetime disasters. Recent Canadian disasters such as Port Alberni, Ville LaSalle, floods, air crashes and other incidents across Canada, have indicated the value of civil defence and emergency measures organizations in helping to save lives. The conference agreed that there is a need for planning to cope with peacetime disasters and that Federal-Provincial joint study groups should be instituted to review all aspects of that peacetime activity. Evidently the use of services normally available through agencies such as the Red Cross, St. John Ambulance, the Salvation Army, or other local agencies, should be included in planning.

A discussion followed on the Financial Assistance Programme, under which the federal government contributes up to 75% of emergency planning costs. The members of the conference agreed in principle on the need to improve programme management, with particular emphasis on priority planning, programme evaluation and long-range forecasts. Members of the conference agreed that a study on the new programme of management proposals should be carried out to test its suitability. ▲

A general view of the conference in session in the Confederation Room of the West Block of the Parliament Buildings. Behind federal and provincial delegates sit senior federal, provincial, and military emergency planners.

FEDERAL-PROVINCIAL CONFERENCE REPRESENTATIVES

CANADA

Hon. C. M. Drury, (Chairman)
Minister of Industry

Hon. Paul T. Hellyer,
Minister of National Defence

Hon. Judy LaMarsh,
Minister of National Health and Welfare

Mr. E. B. Armstrong,
Deputy Minister of National Defence

Dr. G. D. W. Cameron,
Deputy Minister of Health

Mr. E. A. Driedger,
Deputy Minister of Justice

Dr. A. W. H. Needler,
Deputy Minister of Fisheries

Mr. J. S. Beeman,
Department of Fisheries

Mr. H. W. Hignett,
President, Central Mortgage & Housing Corporation

Mr. R. N. Keith,
Assistant Deputy Minister of Defence Production

Mr. W. R. Dymond,
Assistant Deputy Minister of Labour

Mr. G. B. Williams,
Assistant Deputy Minister of Public Works

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Director General, Emergency Measures Organization

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Mr. D. A. Harding,
Assistant to Vice-President of Engineering,
Canadian Broadcasting Corporation

Mr. H. C. Linkletter,
Central Mortgage & Housing Corporation

Mr. B. B. Feather,
Central Mortgage & Housing Corporation

Mr. H. W. Leggett,
Department of Agriculture

Mr. G. E. Woodside,
Chief, Emergency Supply Planning Branch,
Department of Defence Production

Mr. A. R. Menzies,
Department of External Affairs

Mr. I. W. Robertson,
Department of External Affairs

Mr. D. B. Dewar,
Department of Finance (Treasury Board)

Mr. N. J. Hollingsworth,
Department of Justice

Mr. W. Thomson,
National Employment Service, Department of Labour

Mr. J. R. Kirkham,
National Employment Service, Department of Labour

Mr. F. R. Burton,
Department of Labour

Mr. R. J. Sutherland,
Department of National Defence

Dr. W. S. Hacon,
Department of National Health & Welfare

Mr. J. A. Macdonald,
Department of National Health & Welfare

Mr. P. H. Stehelin,
Department of National Health & Welfare

Mr. Peter Templeton,
North West Territories

Mr. J. F. Delaute,
Yukon Territories

Mr. M. Lysack,
Post Office Department

Mr. F. K. Payne,
Post Office Department

Supt. G. H. Ashley,
Royal Canadian Mounted Police

Mr. D. G. Keddie,
Department of Transport

ONTARIO

Hon. A. A. Wishart,
Attorney General

Mr. F. L. Wilson,
Assistant Deputy Attorney General

Mr. E. F. Bevis,
Executive Office, Emergency Planning Branch

Mr. John Pollard,
Metropolitan Toronto Emergency Measures Organization

Mr. R. B. Stock,
Emergency Planning Branch

QUEBEC

Hon. Claire Kirkland-Casgrain,
Minister of Transport and Communications, representing
Hon. Pierre Laporte, Minister of Municipal Affairs

Mr. M. F. Dostie,
Co-ordinator for Civil Protection

Mr. F. Caron,
Director General for Civil Protection

Mr. M. Dame,
Civil Protection

NOVA SCOTIA

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Provincial Secretary

Mr. C. L. Beazley,
Deputy Provincial Secretary

Mr. Gordon Grant,
Co-ordinator, Emergency Measures Organization

NEW BRUNSWICK

Brigadier W. E. H. Talbot,
Civil Defence Co-ordinator

MANITOBA

Hon. M. B. Steinkopf,
Provincial Secretary

Mr. Charles Prud'homme,
Deputy Provincial Secretary

Mr. A. Bentley,
Co-ordinator, Emergency Measures Organization

BRITISH COLUMBIA

Mr. L. J. Wallace,
Deputy Provincial Secretary

Mr. J. H. Erb,
Civil Defence Co-ordinator

Mr. W. S. Edmondson,
Civil Defence

PRINCE EDWARD ISLAND

Hon. Dr. L. G. Dewar,
Provincial Secretary

Mr. Orin Simons,
Civil Defence Co-ordinator

SASKATCHEWAN

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Acting Director, Emergency Measures Organization

ALBERTA

Hon. L. C. Halmrast,
Minister of Public Welfare

Mr. A. J. Lavoie,
Co-ordinator, Emergency Measures Organization

Mr. E. Tyler,
Deputy Co-ordinator, Emergency Measures Organization

NEWFOUNDLAND

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Minister of Provincial Affairs

Mr. J. G. Channing,
Deputy Minister of Provincial Affairs

Mr. D. M. Owen, Director of Emergency Planning

CANADIAN FORCES HEADQUARTERS

Brigadier N. H. Ross,
Director General Land Forces

Colonel P. D. Smith,
Director of Communications Plans

Group Captain F. N. Sheffield,
Director of Continental Plans

Lt.-Col. P. Hart,
National Survival Study Group

WESTERN COMMAND

Lt.-Col. D. N. Osborne

CENTRAL COMMAND

Lt.-Col. J. W. P. Bryan

QUEBEC COMMAND

Lt.-Col. A. Woodcock

EASTERN COMMAND

Lt.-Col. D. M. Cunningham

EMERGENCY MEASURES ORGANIZATION

Mr. J. F. Wallace,
Director of Programme Implementation

Mr. E. W. Laver,
Director of Planning

Lt.-Col. A. M. Stirton,
Chief, Information Services

Mr. C. R. Boehm,
Regional Director, British Columbia

Mr. E. Atkins,
Regional Director, Alberta

Mr. D. J. Burke,
Regional Director, Saskatchewan

Mr. I. H. Deyman,
Regional Director, Manitoba

Mr. M. R. Harries,
Assistant Regional Director, Ontario

Mr. H. J. Bernatchez,
Regional Director, Quebec

Mr. A. C. Ross,
Regional Director, New Brunswick

Mr. C. R. Thornton,
Assistant Regional Director, Nova Scotia

Mr. A. W. Rogers,
Regional Director, Prince Edward Island

Mr. E. B. Pearce,
Regional Director, Newfoundland

SECRETARIAT

Mr. C. W. Bunting,
Emergency Measures Organization

Mr. G. E. Gaudreau,
Emergency Measures Organization

Mr. A. P. Blackburn,
Emergency Measures Organization

Left to right: Mr. A. Bentley, Co-ordinator, Emergency Measures Organization, Manitoba; Hon. M. B. Steinkopf, Provincial Secretary, Manitoba; Mr. Gordon Grant, Co-ordinator, Emergency Measures Organization, Nova Scotia; Hon. G. J. Doucet, Provincial Secretary, Nova Scotia; Mr. F. L. Wilson, Assistant Deputy Attorney General, Ontario; and Hon. A. A. Wishart, Attorney General, Ontario.

Left to right; Mr. P. A. Faguy, Director General, Emergency Measures Organization; Hon. C. M. Drury, Minister of Industry; Hon. Judy LaMarsh, Minister of National Health and Welfare; and Brig. N. H. Ross, Director General, Land Forces.

Left to right: Hon. Mrs. Claire Kirkland-Casgrain, Minister of Transport and Communications, representing Hon. Pierre Laporte, Minister of Municipal Affairs; Mr. M. F. Dostie, Co-ordinator for Civil Protection, Quebec; and Brig. W. E. H. Talbot, Civil Defence Co-ordinator, New Brunswick.

Left to right: Mr. J. F. Delaute, Yukon Territories; Mr. A. J. Lavoie, Co-ordinator, Emergency Measures Organization, Alberta; Hon. L. C. Halmrast, Minister of Public Welfare, Alberta; Mr. Orin Simons, Civil Defence Co-ordinator, Prince Edward Island.

Left to right: Mr. L. J. Wallace, Deputy Provincial Secretary, British Columbia; Mr. J. H. Erb, Civil Defence Co-ordinator, British Columbia; Mr. A. Auser, Acting Director, Emergency Measures Organization, Saskatchewan; Hon. Dr. G. A. Frecker, Minister of Provincial Affairs, Newfoundland; Mr. J. G. Channing, Deputy Minister of Provincial Affairs, Newfoundland; and Mr. P. Templeton, North West Territories.

MUNICIPAL SURVIVAL PLANNING

by J. E. THORPE

Survival Planning Officer,

Emergency Measures Organization, Ottawa

A STUDY of municipal progress reports indicates that a majority of Canadian municipalities have made some progress in survival planning, but have not completed written plans. The written survival plan, and an organization to implement it, is insurance against any type of disaster that may occur.

The Emergency Measures Organization of the Province of Manitoba decided to do something about this situation and to assist municipal planning by conducting a 'Plan Writing Study'. For the purposes of continuity of government in an emergency the Province of Manitoba is divided into emergency areas within three zones. One of these areas is the Emergency Area of Neepawa, some 80 miles west of Winnipeg, where good progress had already been made in planning for emergencies. It was therefore decided to conduct the study in Neepawa and to invite representatives from the remaining emergency areas.

Each emergency area must plan within the framework of the overall provincial plan for certain emergency tasks. As one of its tasks Neepawa is required to plan to receive 20,000 evacuees in the event of a nuclear attack; therefore a complete reception plan was written outlining the tasks and operating procedures for all of the necessary emergency services in Neepawa.

These services include such departments as police, fire, engineer, health, welfare, transportation, communications and public information. Most are municipal functions in peacetime and the emergency capability is built around these services. Other services such as the warden and rescue are staffed by volunteers and trained for specific tasks.

In addition to the reception role, the Neepawa area is also required to provide the staff for two Advanced Treatment Centres; assist in rescue operations where necessary; man and equip two mobile welfare teams and to plan for its own remedial evacuation in the event of severe fallout in the area.

The provincial EMO staff assisted in the preparation of these plans. The provincial Zone Officer spent a good deal of time in Neepawa working with the local director. The Mayor of the Town, Councillors from surrounding areas and all of the heads of local services co-operated in the preparation of plans particular to their respective responsibilities. The final result was a general plan to provide for each of the assigned tasks along with a detailed plan for each of the emergency services.

These service plans included the organization of the service. Necessary staff was recruited and given specific responsibilities, alerting procedures were outlined so that all emergency workers were aware of their duties in the event of an ALERT. A record was made of all resources available to the particular service and operating procedures were determined.

Provincial EMO prepared the formats for each of these plans so that continuity and an element of standardization could be maintained throughout. When all of the plans were completed, invitations went out and the study as set for the week of January 18, 1965. Federal departments were invited to send representatives to ensure that all departments operating in the municipalities would be involved.

Three Busy Days For Officials

At the Plan Writing Study some 45 business and government officials met in the Canadian Legion Hall, and for three very busy days officials of many Manitoba municipalities were instructed in plan writing procedures based on the Neepawa plans.

The Mayor of Neepawa welcomed the delegates and stressed the importance of emergency planning, the need for an active Control Committee of elected representatives and the requirement for a Director who enjoys the confidence of the Council and of the population in general. He stated that, in Neepawa, emergency plans for all services are co-ordinated by the Director of Emergency Measures and that service heads report through the Director to the Control Committee.

The Provincial Co-ordinator of Emergency Measures stressed the requirement for proper municipal legislation and quoted extracts of the Manitoba Civil Defence Act. This provincial act empowers municipalities to enact legislation to establish a committee and to write plans to deal with emergency situations within the municipality. He went on to say that the executive body of the municipality must issue a planning directive ordering plans to be prepared for the required tasks and designating the official responsible for each service plan. The directive should include the time of completion of each stage, the method of co-ordination between services, channels of communication, the method of enlisting the support of industry and other non-municipal agencies, and other considerations of a local nature.

A very important feature of the study was the co-operation of the head of each local emergency service. When the fire service was being considered for instance, the local fire chief was on hand to answer questions. This held true for each service including welfare, health, police, engineer, rescue, warden, communications and others. In most cases the head of the service was the municipal officer in charge of the respective peacetime department. This was not so for the warden, communications, welfare or rescue services, but in these cases a competent citizen had been appointed and trained for the particular task.

This Area also has a plan to deal with a local or peacetime disaster. For instance, members of the local Rod and Gun Club make up a rescue service for the particular task of locating persons who become lost while hunting or fishing. Another group is being trained to fulfil the rescue task assigned by the Province.

It is quite evident that planning for either wartime or peacetime disaster is very similar; a capability to deal with a local disaster is also a logical starting point to deal with the more serious type of the effects of a nuclear attack. The organization for the former forms the base on which to quickly build additional services and personnel to deal with a more serious situation.

The importance of having some sort of survival plan has been pointed out during the past year in many areas of this continent. Floods along the West Coast caused by an earthquake in Alaska; snow slides in the Rockies; and air crash in St. Therese; the explosion in Ville LaSalle point up the need for a co-ordinated organization to deal with a wide variety of emergencies.

Governor William A. Egan of the State of Alaska sent a message to a San Francisco newspaper columnist on April 24, 1964, which contained the following statement concerning the effects of the earthquake in Alaska on Good Friday of that year: "Within ten minutes after the earthquake, the State Civil Defense Organization in Anchorage was functioning. If this type of organization had not been ready, I personally believe the first hours following the earthquake would have been ones of tragic confusion. Local organizations would have been formed on an ad hoc basis, but without familiarity with available means of communications, transportation, supply and all the other essential ingredients that went into the total operation". ▲

R. T. Robinson, left, Controller of Emergency Measures Organization of Neepawa, and A. Beatley, Provincial Co-ordinator for Manitoba Emergency Measures Organization, look at the municipal emergency plan for Neepawa, Man. This plan formed the basis for the provincial study.

Madawaska Area Municipal Emergency H.Q.

By C. H. LITTLE

THE CIVIL DEFENCE HEADQUARTERS in Edmundston, New Brunswick, is recognized throughout the Madawaska area as the centre where the operations of all municipal emergency services are coordinated and controlled during any disaster.

The development of the centre began January 1, 1963 when the basement of 34B Court Street was first occupied on a five-year lease. It had a protection factor of 500 but was little more than a storage centre. A plan was drawn up (see diagram page 20) and by the end of the year most of the basic arrangements had been completed. Civil Defence volunteers gave their services free, the owner rebated eight months' rent to pay for renovation and F.A.P. funds were allocated for the training equipment.

The following year, with an additional amount allocated for alterations, five offices were completed —Coordinator, Secretary, Communications, Fire and Rescue. At the other end of the Centre the kitchen and pantry were installed, together with stores, and the dormitories were set up.

Plans for 1965-66 include a decontamination centre and offices for police, health and welfare.

The H.Q. is used for training, study groups and exercises and for meetings requested by local organizations. The most active emergency services are rescue, fire, welfare and communications, all of which are often used in natural or man-made disasters. The rescue vehicle has proved of great value as have the communications in various emergencies.

In July 1963 a radio transmitting tower with automatic equipment was erected on Michaud Mountain, 1,400 ft. above sea level. It serves the provincial network on SSB 4605 and the two local networks: the commercial split channel network 148.655—149.655 mcs. with a range of 40 miles and the Gonset 2-meter service with a link to the Madawaska, Maine, Civil Defence Organization.

An overall plan for the survival of the population is the next target of the Madawaska Area Civil Defence Organization. The success of their long range planning for the H.Q. augurs well for their future achievements.

"Pacifist Can Be A C.D. Man"

Says The Bishop of Leicester (England), Dr. R. R. Williams, writing in the Leicester C.D. Corps journal, "The Siren"

Like other Bishops in other districts, I have been invited to contribute a short message to "The Siren". I remember when I was studying English Literature at Cambridge a paragraph in Sir Thomas Browne's "Urn Burial", beginning "What song the Syrens sang". Your "Siren" seems to sing many songs, and if you really want a few notes from the croaky voice of the Bishop, you certainly must have them.

On Easter Monday last, we had a great youth rally at Launde Abbey with 1,400 'teenagers present on what turned out to be one of the coldest and most uninviting days of winter (for winter it still was, snow and all). By a courteous arrangement, the C.D. authorities made all the feeding arrangements, thereby helping us with a big problem and also gaining some valuable experience in mass-feeding.

We were criticised in the local press for mixing C.D. with a Christian Youth Rally. Even the leading article in the "Leicester Mercury", which was very sympathetic to what we were trying to do, ended with the caution, "Perhaps the Bishop will be able to think of something more appropriate next time". I think that the article was referring at this point to the exhibitions of C.D. work laid on at the Rally.

I have thought a lot about this and quite frankly am puzzled to see how there should be anything inappropriate in some combination of C.D. and Christian activities. It seems impossible for people to realise that C.D. can only concern the time when war has broken out, with all its horrors. Of course, it has to be prepared beforehand, because if no preparations were made there would be no C.D. when the time came. What I am trying to say is that C.D. in no way implies favouring the use of the Bomb. There is no reason why a keen C.D. worker should not be a pacifist, a unilateral anti-Bomb man, or a full-blooded supporter of the independent nuclear deterrent. C.D. assumes that the disaster has happened, with death and destruction all round, and it tries to be ready to render some useful service.

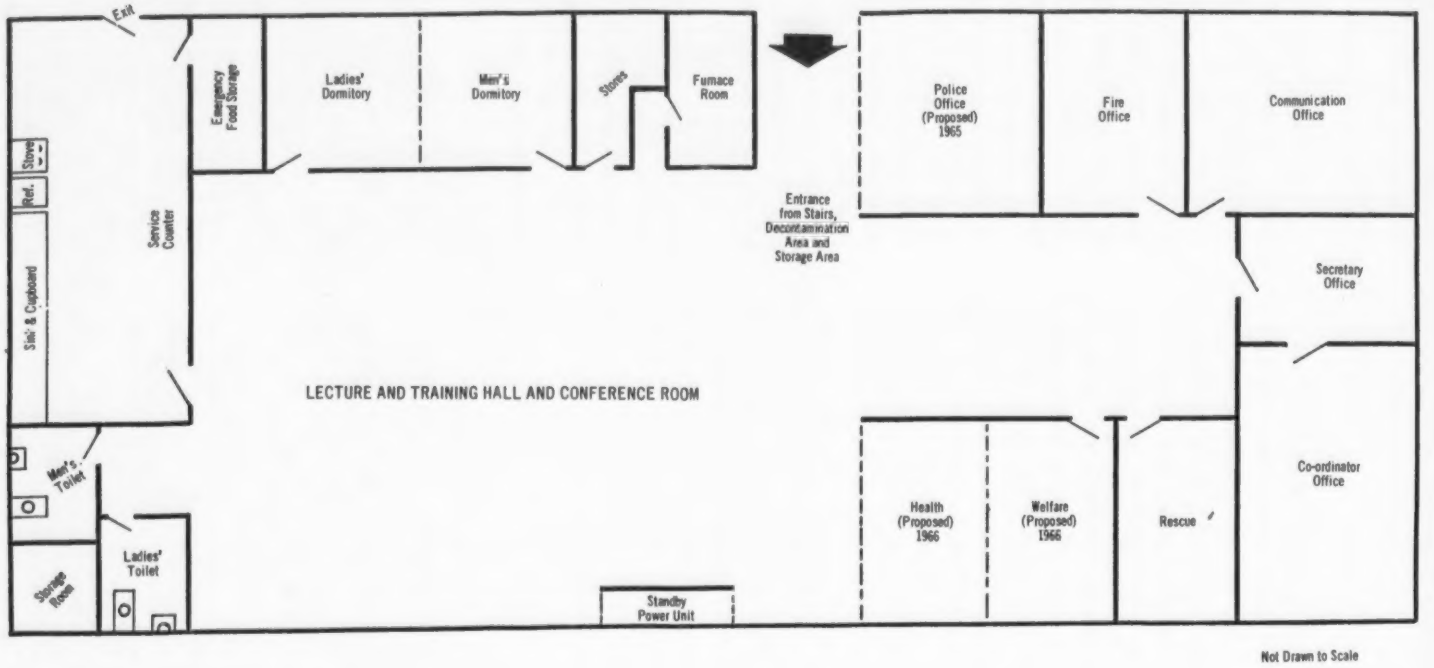
I cannot see why the same Lord who taught us to have pity on a poor traveller who had been coshed, and robbed, on the road to Jericho, from Jerusalem, would not wish us to have compassion on the poor, battered, burnt and broken bodies of our fellow-countrymen after a bomb explosion.

If we want to have compassion which is worthwhile, we must also have knowledge. Whether or not the disaster ever happens (and I need not say how devoutly we hope and pray that it never will) a great debt of gratitude is due to our fellow-countrymen who, when they might be tending their gardens, knitting their socks, playing their discs, screaming at the Beatles, or working out their bank balance, are willing to toil and sweat at their defence work.

If nobody else in the Church is grateful to them, I am.

(Reprinted from "Civil Defence", January, 1965.)

Madawaska Area Municipal Emergency Headquarters



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